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UNFPA

UNITED NATIONS POPULATION FUND
PROPOSED PROJECTS AND PROGRAMMES

Recommendation by the Executive Director
Assistance to the Government of Bolivia
Support for a comprehensive population programme

Proposed UNFPA assistance:	$10 million, of which $5.5 million is to be committed from UNFPA's regular resources. If UNFPA's funding situation permits, the balance of up to $4.5 million will be provided by UNFPA. If and to the extent this is not the case, UNFPA will seek to cover the shortfall from other sources, including multi-bilateral sources.
Estimated value of the Government's contribution:	To be determined
Duration:	Five years
Estimated starting date:	January 1991
Executing agencies:	To be determined
Government co-ordinating agency:	Ministry of Planning and Co-ordination

BOLIVIA

Demographic facts

Population Total (000)	
Total	7,314
Males	3,605
Females	3,709
Sex ratio (/100 females)	97.2
Urban	3,759
Rural	3,554
Per cent urban	51.4
Population in year 2000 (000)	9,724
Functional age groups (%)	
Young child: 0-4	17.3
Child: 5-14	26.6
Youth: 15-24	19.0
Elderly: 60+	5.2
65+	3.2
Women: 15-49	23.2
Median age (years)	17.9
Dependency ratios: total	89.1
(/100) Aged 0-14	83.0
Aged 65+	6.1
Agricultural population density (/hectare of arable land)	0.90
Population density (/sq. km.)	7
Average annual change (000)	
Population increase	222
Births	325
Deaths	96
Net migration	-7
Annual population total (% growth)	2.82
Urban	4.17
Rural	1.29
Crude birth rate (/1000)	41.3
Crude death rate (/1000)	12.2
Net migration rate (/1000)	-1.0
Total fertility rate (/woman)	5.81
Gross reproduction rate (/woman)	2.83
Net reproduction rate (/woman)	2.33
Infant mortality rate (/1000)	93
Life expectancy at birth (years)	
Males	53.6
Females	58.3
Both sexes	55.9
GNP per capita (U.S. dollars, 1988)	570

Sources: Population density on arable land is derived from two publications issued by the Food and Agriculture Organization of the United Nations: FAO Production Yearbook 1985 and World-wide Estimates and Projections of Agricultural and Non-Agricultural Population Segments 1950-2025, ESS/MIS/86/2; gross national production per capita: World Bank, World Development Report 1990. Figures for population, total population by sex, population by age group, age indicators, urban-rural population, and population density (/sq. km.) refer to the year 1990; figures for average annual change, rate of annual change, and fertility and mortality are the five-year averages for 1990-1995. These data are from the Population Division, Department of International Economic and Social Affairs of the United Nations, World population prospects: 1988.

I. SUMMARY

1. The United Nations Population Fund (UNFPA) proposes to support a comprehensive population programme in the amount of $10 million, of which $5.5 million would be committed from UNFPA's regular resources, over a five-year period, starting January 1991, to assist the Government of Bolivia in achieving its population and development objectives. If UNFPA's funding situation permits, the balance of up to $4.5 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources.

2. The proposed programme of assistance, UNFPA's first in Bolivia, is based on the findings and recommendations of a Programme Review and Strategy Development (PRSD) mission that visited Bolivia in May 1990, as well as on recent consultations with government authorities and other development agencies.

3. The overall objective of UNFPA's co-operation with Bolivia is to contribute to achieving a well-balanced relationship between population, the availability of resources and services, and the supporting capacity of the environment. In relation to this overall objective, UNFPA's assistance would contribute to the following long-term objectives: (a) decrease of infant and maternal mortality and morbidity; (b) decrease in teen-age pregnancy; (c) decrease in the number of abortions; and (d) improvement of the knowledge, attitude and practices concerning reproductive health. The immediate objectives would be: (a) to improve the national capacity to plan and implement population policies and programmes and (b) to maximize the results of sectoral population initiatives through inter-sectoral planning.

4. All projects under the proposed programme, as in all UNFPA-assisted programmes, would be undertaken in accordance with the principles and objectives of the World Population Plan of Action; that is, that population policies should be consistent with internationally and nationally recognized human rights of individual freedom, justice and the survival of national, regional and minority groups (para. 14 (d)); that respect for human life is basic to all human societies (para. 14 (e)); and that all couples and individuals have the basic right to decide freely and responsibly the number and spacing of their children and to have the information, education and means to do so (para. 14 (f)).

II. BACKGROUND

5. Bolivia has an estimated population of 6.7 million inhabitants and an area of 1,098,581 square kilometres. The population is concentrated in the western and southern part of the country (the high plains and valleys, constituting 35 per cent of the territory). The population growth rate increased from an annual rate of 1.98 per cent in 1950-1976 to 2.2 per cent for 1976-1988. If this rate were to continue, Bolivia would double its population in about 32 years. The country is at an early stage of demographic transition, experiencing significant decreases in the rates of general and infant mortality but a lower rate of decline in the fertility rate. Fifty-one per cent of the population is urban, 49 per cent rural. The annual growth rate of the rural population is barely 1.2 per cent (even though the fertility rate is 6.1 per cent), while the urban population is growing at an annual rate of 4.4 per cent (with a fertility rate at 4.2 per cent). The exploitation of natural resources over the broad extent of the national territory is already leading to irreversible deterioration. Erosion in Tarija and Cochabamba Valley, water and land pollution in the mining and urban areas, and the division and subdivision of agricultural holdings in the densely populated areas are some of the factors directly related to population growth and distribution.

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6. The economic conditions of disadvantaged population groups have caused the growth of a tertiary informal sector in urban areas, strongly nurtured by the high rate of rural-to-urban migration. The city of El Alto (the third in size in the country) is growing at an annual rate higher than 9 per cent. The average age of the population is 18.4 years (1988) and the proportion of women of fertile age (15-49 years) has increased from 23.9 per cent in 1976 to 24.2 per cent in 1988. The dependency ratio is approximately 82 per cent and life expectancy is 58 years. This predominantly young population structure signifies increasing demands for employment, nutrition, housing, health, and education, at a time when the country's economic situation is deteriorating.

7. In spite of some improvements, the results of the latest population surveys (1988-1989) indicate that infant mortality is still high at 102 per 1,000, the fertility rate is 5.1 children per woman and illiteracy among those 5 years of age and over is 19.7 per cent and even higher among women at 25.2 per cent. These national averages, however, mask significant disparities between urban and rural areas. For instance, infant mortality in rural areas is 120 per 1,000 (in Cochabamba it reaches 154 and in Potosí 141 per 1,000) and illiteracy affects 43 per cent of women over 15 years of age in rural areas. In 1988 the school-age population outside the educational system was 26 per cent. In the rural areas, 30 per cent of the boys and 33 per cent of the girls in the 5-9 year age group were outside the school system. In the 10-14 age group, these percentages were 17 and 22, respectively, while those for the 15-19 age group were 61 per cent and 69 per cent.

8. The Government does not have an integrated population policy but has outlined specific policies in numerous areas. These include: access to health services, decrease in infant and maternal mortality, education on reproductive health, introduction of literacy and non-formal education programmes to strengthen prolonged breast-feeding patterns, and promotion of the rights of women. In April 1989, the Ministry of Planning and Co-ordination (MPC) published a document called "Strategy for Socio-Economic Development 1989-2000", in which some demographic variables are taken into account, including, for example, a proposal for reducing infant and maternal mortality and morbidity and a section showing the growing needs of the social sector. However, this document has not been officially approved.

III. REVIEW OF UNFPA AND OTHER ASSISTANCE TO DATE

9. To date, UNFPA has not had a comprehensive population programme framework for its activities in Bolivia. Support has instead been provided on a project basis, primarily in the areas of basic data collection and maternal and child health (MCH), but also on a smaller scale for population dynamics, population policy formulation, information, education and communication (IEC), and women, population and development. In all, between 1972 and 1990, UNFPA supported 31 projects for a total of approximately $10.5 million.

Maternal and child health and family planning

10. Since 1972, UNFPA has allocated approximately $4.7 million to promote maternal and child health in Bolivia. Following the suspension of the Fund's first project in 1977, owing to difficulties in implementation, UNFPA initiated a series of projects aimed at promoting mother and child health, all executed by the World Health Organization/Pan American Health Organization (WHO/PAHO). The first, known as PRONIMA I, lasted from 1978 to 1983. This was succeeded the following year by the PRONIMA

II project. The third phase, PRONIMA III, began in 1988. Total expenditures for the three projects was approximately $3.3 million. A tripartite review of January 1990 emphasized the significant contribution these projects had made to the elaboration of Bolivia's National Child Survival and Development and Maternal Health Plan. Following the completion of PRONIMA III in February 1990, UNFPA developed, in consultation with the Government and WHO/PAHO, a new one-year project for $780,000 aimed at consolidating past achievements, strengthening managerial capacity, and improving information and planning systems.

Information, education and communication

11. With the exception of very limited activities carried out by the Technical Secretariat of the National Population Council (CONAPO) there has been practically no population IEC in Bolivia. UNFPA's contribution to population IEC has been restricted for the most part to two small government-executed projects: one to develop population education and communication activities ($35,000), the other to develop a population education programme in native languages ($25,000). Both were initiated in 1984 and concluded in 1986.

12. Currently, WHO/PAHO, with UNFPA support, has been involved in strengthening the Ministry of Public Health and Social Welfare communication unit to improve its capacity for action so that it can implement the communication component initially envisaged under PRONIMA. UNFPA is also giving support to the Bolivian Society of Gynecology and Obstetrics for a television campaign on reproductive health.

Data collection and analysis

13. UNFPA already has a major presence in Bolivia in terms of technical and financial support for the generation of population data. One of its most important contributions was the allocation of $1.5 million to support the Government in the conduct of the 1976 Population and Housing Census. In 1984, UNFPA responded to a new request by the Bolivian Government for support to the planned 1988 census, allocating approximately $800,000 for this purpose. The census was, however, postponed, but the Government did organize and conduct a National Population and Housing Survey in 1988 with the technical and financial support of UNFPA ($1 million).

Population policy formulation

14. UNFPA has financed projects in Bolivia in two different areas in this sector -- population policy formulation and population training. Two projects in the first area aimed at establishing methodological, institutional and operational foundations for the formulation of population policies and their integration into socio-economic development strategies and plans. Despite some important achievements in such areas as research, setting of policy guidelines, training and publications, the projects have not been able to overcome the persistence of a generally unfavourable climate for the formulation and implementation of population policies and their incorporation into development planning.

15. In the area of population training, UNFPA has provided assistance to two small projects at the Population Centre of the Universidad Mayor de San Simón (1985-1986 and 1988-1990). Both projects involved post-graduate courses for training of professional technical staff in population issues. Although

the courses have yielded satisfactory results, there is still insufficient institutional capacity for higher-level demographic training.

Population dynamics

16. In the area of migration and spatial distribution of the population, UNFPA has financed four research projects dealing with labour migration and employment (1978-1985), international migration (1984-1986) and migration to the departments of Santa Cruz and Cochabamba (1988-1990). The total amount allocated to all four projects has been slightly over $1 million. These projects have provided important information that has helped improve knowledge of the migration phenomenon and its consequences, in particular its impact on the labour market, especially in the informal urban sector, and the situation of migrant women.

Women, population and development

17. In the context of the United Nations Decade for Women, the project "Women and population policies" was undertaken within the Ministry of Planning and Co-ordination. Conducted with the support of UNFPA in 1984 and 1985, the project initiated a number of research studies and training and co-ordination activities that were aimed at bringing about more widespread attention to women's problems and establishing a systematic theoretical and methodological framework for solving them. Many of these efforts were not taken up or translated into the formulation of policies or specific guidelines at the governmental level, although they did contribute to the establishment of the Co-ordinating Unit for Women.

Other external assistance

18. Bolivia depends upon substantial external co-operation. An analysis of multilateral assistance makes it apparent that UNFPA has been the principal agency assisting in the population area, increasingly so between 1987 and 1989.

19. The United Nations Children's Fund (UNICEF) has budgeted $8 million for its National Plan of Co-operation with the Government of Bolivia, for the period 1989-1994, with a little less than half of this allocated to activities to reduce maternal and child mortality and 10 per cent to improve the nutrition of mothers and children. In February 1990, the World Bank signed a loan contract with the Government of Bolivia in the amount of $20 million in support of the extension of MCH services.

20. The United States Agency for International Development (USAID) has budgeted $20 million for a child survival project with activities intended to improve children's health. Another USAID project, for reproductive health, amounts to approximately $8 million and includes components related to improvement and expansion of MCH services, IEC, training, research and evaluation, and development of population policies. The Technical Secretariat of CONAPO has been receiving USAID assistance for institution building since 1985. The United States Census Bureau plans to support the extension of the Permanent Housing Survey in rural areas, to be conducted by the National Institute of Statistics (INE).

21. The Netherlands has projected $4.5 million for five years for a health district in El Alto, within the framework of the World Bank project. It also supports a primary health project in Tarija executed by CARE. The Netherlands is planning to increase its assistance to the health sector in future years, to reach approximately $1.7 million (a third of its assistance to Bolivia).

22. While the assistance from Germany, amounting to $400 million over five years, has largely been in areas other than population, it does support four hospitals and rural health advisory services in Cochabamba. Canadian co-operation is channelled primarily through the Social Emergency Fund (FSE), created in 1986 to mitigate the social effects of structural adjustment and of the economic crisis. During the period of 1986-1990 the FSE will have concluded over 3,000 projects, mainly in the areas of health and education, with a value of $196 million.

IV. PROPOSED PROGRAMME 1991-1995

23. The proposed programme of population assistance to Bolivia for the period 1991-1995 is based on the findings and recommendations of the PRSD mission that visited the country in May 1990, official government priorities, additional recommendations of government officials, and studies and analyses undertaken by the UNFPA field office. It should be regarded as an integrated package of population assistance that would contribute to overcoming major structural and institutional problems highlighted by the PRSD mission.

24. The proposed programme has been formulated taking into account the following positive and constraining factors, most of which were identified by the PRSD mission. The positive factors include: (a) high government priority on the social sector and its problems; (b) personal commitment of the President to the formulation of a population policy; and (c) strong interest of the Ministry of Planning and Co-ordination in supporting efforts in the area of population. Other strengths include the Government-initiated process of decentralization and regionalization, which should facilitate programme implementation, and the heightened level of public awareness resulting from the successful information campaign commemorating World Population Day in July 1990.

25. Paramount among the constraining factors is the general weakness of the public sector. This is manifested in the lack of strategies and policies to serve as a framework for economic and development activities; abandonment of planning; lack of continuity in public action; tendency towards excessive centralization of authority, despite recent efforts at regionalization and decentralization; and severe limitations of funds for activities in the social sectors. Other shortcomings include: (a) high levels of poverty and attendant health, social and economic problems (e.g., high maternal and child mortality, malnutrition, unemployment, poor housing, high illiteracy); (b) lack of specialized staff in national institutions, particularly in view of the large volume and varied nature of international assistance in Bolivia; (c) poor coverage and quality of sectoral statistics in health and education; (d) inadequate consideration of ethnic and socio-cultural patterns in the development process; (e) a general lack of understanding of the role of a population policy in the development process; and (f) lack of coordination among donors and conflicting donor demands and procedures.

26. The objectives of UNFPA assistance to Bolivia are detailed in paragraph 3 above. In order to attain these objectives the following global strategies will be considered: (a) awareness creation on population and related issues among government officials and popular leaders and within the public in general; and (b) formulation of sectoral policies that include population variables, as well as the implementation of a consolidated national population policy. The programme would also seek to make better use of national resources and institutions, as well as of non-governmental organizations (NGOs), in the implementation of programme activities.

Maternal and child health and family planning

27. In order to improve reproductive health in Bolivia, UNFPA assistance would aim: (a) to extend coverage of MCH/FP services, focusing on selected target groups; (b) to improve the quality of these services; (c) to strengthen institutional, operational and managerial capacity at the local level; and (d) to increase understanding of sexual and reproductive behaviour through education, by addressing course content to such issues as reproductive health, family life education and HIV/AIDS. The UNFPA contribution to the health sector in Bolivia would support the official National Child Survival and Development and Maternal Health Plan implemented by the Ministry of Public Health and Social Welfare.

28. The programme would support the enhancement of community participation; the strengthening of population education in aspects of reproductive health through existing networks of community organizations; the strengthening of co-ordinating mechanisms among national institutions; the training of health personnel; the promotion of the administrative and operative decentralization of health activities; and the strengthening of new local health systems at the district level.

29. Bearing in mind the limited operative capacity of the Ministry of Public Health and Social Welfare, the programme would also involve other institutions such as para-state and private organizations and non-profit foundations. UNFPA would provide $2.5 million for this sector. Another $1.6 million would be sought from other sources, including multi-bilateral sources.

Information, education and communication

30. To help achieve a clear understanding and conceptualization of the significance and impact of population changes, an overall IEC strategy would be designed based on socio-cultural studies. UNFPA's support to this sector would: (a) assist the Ministry of Education and Culture in incorporating population contents in the design of the curriculum for primary education in connection with current educational reforms; (b) incorporate population topics in primers used in the national literacy campaign; (c) establish a network of population documentation centres throughout the country, using the existing documentation centres as focal points; and (d) design and implement education programmes addressing cultural features and behaviours of the different ethnic groups in Bolivia.

31. UNFPA would give particular attention to supporting efforts to develop a comprehensive approach to population communication that would segment audiences (previously identified by the PRSD mission), conduct qualitative research, tailor messages to the specific needs of these audiences, and integrate these messages into the health service delivery system.

32. UNFPA would provide $700,000 for this sector; an additional $900,000 would be sought from other sources, including multi-bilateral sources.

Data collection and analysis

33. The objective for demographic data collection and analysis is to have available a database on population that is reliable, updated, coherent, and timely; that is national in scope; and that serves as an input for the outlining of economic and social development plans of the country, at the national as well as regional and sectoral levels. UNFPA would provide technical and financial assistance to the 1991 National

Population and Housing Census, particularly in the areas of demographic analysis, the organization and operation of a population databank, and the training of human resources.

34. The present socio-economic situation of Bolivia requires renewed backstopping efforts to reinforce the institutional capacity of the National Institute of Statistics in the area of population data. UNFPA would provide $1 million for this sector; an additional $900,000 would be sought from other sources, including multi-bilateral sources.

Population policy formulation

35. On a long-term basis, UNFPA would assist the Government in formulating and implementing a comprehensive population policy in which objectives, strategies, programmes and activities would be outlined for execution in a coherent and integrated manner across all sectors, and where all donors inputs could be co-ordinated.

36. UNFPA would support the Ministry of Planning and Co-ordination in promoting awareness (e.g., establishing a "population group" of parliamentarians), undertaking socio-demographic research and aiding regional development corporations in giving consideration to population aspects in their economic and social development strategies and plans. The Fund would also provide technical support to the Ministry, the main counterpart to UNFPA, for the inclusion of population concerns in the design of social policies in the country.

37. UNFPA's support would also go to short-term and long-term training in the area of population, and efforts would be made to strengthen national institutions to provide such training. Research studies on population and development would also be supported. UNFPA would provide $600,000 for this sector; an additional $600,000 would be sought from other sources, including multi-bilateral sources.

Women, population and development

38. Every effort would be made to ensure the integration of women's concerns in all areas of the proposed programme. Moreover, in order to reinforce the efforts of NGOs specifically dealing with women's issues, UNFPA proposes assistance to activities related to women and population in the following areas: (a) support to efforts already undertaken by the Coordinating Unit of Women in formulating and implementing the Government's policy for women; (b) enhancement of women's integration into micro-enterprises and small-scale industries, addressing women's needs for education and services concerning reproductive health; and (c) promotion of rural extension programmes aimed at increasing women's economic activities.

39. UNFPA assistance would also be used to support the Integrated Programme of Multi-functional Centres that the National Board for Solidarity and Social Development is implementing nation-wide. In this programme, assistance would be provided to health education for women and legal-juridical advice concerning women's rights. UNFPA would provide $500,000 for this sector; an additional $500,000 would be sought from other sources, including multi-bilateral sources.

Programme reserve

40. An amount of $200,000 would be held in reserve for new proposals and requests that may be developed within the strategic framework proposed for Bolivia, with emphasis on the development of human resources.

Programme co-ordination

41. The Ministry of Planning and Co-ordination, through its Sub-secretariat of Finance and International Co-operation, is responsible for co-ordinating external assistance. The Sub-secretariat of Economic Policy of the same Ministry would be in charge of co-ordinating the proposed population programme.

42. In the context of the Joint Consultative Group on Policy (JCGP), regular meetings are presently being organized by UNDP Resident Representative with the officials of other United Nations agencies. For example, discussions have taken place between UNFPA, UNICEF and the United Nations Development Fund for Women (UNIFEM) concerning the execution of projects within the women's sector programme. Also, co-ordinated efforts are being considered with the World Food Programme (WFP), the United Nations Environment Programme (UNEP) and the United Nations Fund for Drug Abuse Control (UNFDAC) in supporting activities directed to the rural population, specifically to the most vulnerable groups. Likewise, the UNFPA field office would assist the Government in organizing inter-agency donor meetings with those agencies working in the population field and in convening a donor group in Bolivia.

Programme monitoring, evaluation and management

43. The UNFPA Country Director has responsibility for the overall management of the programme. The Country Director is assisted by a National Programme Officer, a secretary and a messenger-driver, who make up the UNFPA local office. As regards monitoring and evaluation, all projects would follow standard UNFPA procedures, which include progress reports, visits to project sites, tripartite review meetings, and review and monitoring meetings as necessary. A mid-term review of the overall programme would be conducted in 1992. Independent evaluations would be integral components of all the larger or innovative projects.

Financial summary

44. As indicated in paragraph 1, UNFPA would provide assistance in the amount of $10 million, of which $5.5 million would be committed from UNFPA regular resources. This commitment would cover all areas under UNFPA's mandate for assistance to Bolivia, a priority country, during the period 1991-1995. If UNFPA's funding situation permits, the balance of up to $4.5 million may be provided by UNFPA. If and to the extent this is not possible, UNFPA would seek to cover the shortfall from other sources, including multi-bilateral sources. The table below shows how the programme would accommodate these two levels of funding:

	UNFPA regular resources $	Other $	Total $
Maternal and child health and family planning	2,500,000	1,600,000	4,100,000
Information, education and communication	700,000	900,000	1,600,000
Data collection and analysis	1,000,000	900,000	1,900,000
Population policy formulation	600,000	600,000	1,200,000
Women, population and development	500,000	500,000	1,000,000
Programme reserve	200,000	--	200,000
TOTAL	5,500,000	4,500,000	10,000,000

V. RECOMMENDATION

45. The Executive Director recommends that the Governing Council:

(a) Approve the assistance to Bolivia in the amount of $10 million for the five-year period 1991-1995;

(b) Authorize the Executive Director to commit an amount of $5.5 million from UNFPA's regular resources;

(c) Further authorize the Executive Director to provide the balance of up to $4.5 million from UNFPA's regular resources, if such resources are available. If and to the extent they are not, further authorize the Executive Director to seek to cover the shortfall from other sources, including multi-bilateral sources;

(d) Authorize the Executive Director to allocate the funds and make appropriate arrangements with the Government of Bolivia and with the executing agencies.